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EDUCATION WEEK

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Justices Reject Peril Exception To P.L. 94-142

'Stay Put' Rule Held To Be 'Unequivocal'

By Tom Mirga

WASHINGTON—The federal special-education law requires public-school officials to keep disruptive or violent handicapped students in their current classrooms pending the completion of hearings on their behavior, the U.S. Supreme Court held last week.

In a 6 to 2 decision, the Court upheld lower-court rulings that San Francisco officials violated the Education for All Handicapped Children Act, P.L. 94-142, in 1980 when they indefinitely suspended and then attempted to expel two emotionally disturbed students who the officials claimed were dangerous. One of the students had choked a fellow student and broken a window, and the other had a record of stealing, extortion, and making sexual advances to female classmates.

Excerpts on page 17.

"We think it clear . . . that Congress very much meant to strip schools of the *unilateral* authority they had traditionally employed to exclude disabled students, particularly emotionally disturbed students, from school," wrote Associate Justice William J. Brennan for the majority in *Honig* v. *Doe* (Case No. 86-728).

He said the law authorized officials to suspend dangerous handicapped children for a maximum of 10 days. Longer suspensions or expulsions, Justice Brennan continued, are permissible only if the child's

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The Indianapolis Star/Frank H. Fase

Patricia J. Bolaños was an art teacher before she and seven colleagues developed the concept for Key School. She is now its principal, but still teaches an art "pod."

Children 'Flourish' Here

8 Teachers and a Theory Changed a School World

By Lynn Olson

INDIANAPOLIS—"Walk how you feel about the music," the gym teacher calls out to the class of 1st graders, who obligingly wriggle and slink about the room.

"Now I want to see a nice, happy walk, like a spring day," she says, and the children change their steps to match the mood.

Like most of their peers nationwide, 1st-grade students at the Key School here receive their fair share of instruction in reading, mathematics, science, and social studies.

But during an average day, they will also play the violin, speak Spanish, move their bodies to music, enter data into a computer, and solve board games that emphasize spatial skills.

The abundance and variety of daily offerings are designed to tap each child's strength in areas of intelligence beyond language and math—which teachers in this school say are stressed too much by public education.

"Children should have an opportunity at least part of the day to do things that they really flourish in," says Patricia J. Bolaños, the school's principal.

"Other things, besides math and language, are equally important in school," she argues, "and they should be given

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Ford and Carter To Head Panel On Minorities

Will Study Barriers to 'Full' Participation

By Robert Rothman

WASHINGTON—Former Presidents Jimmy Carter and Gerald R. Ford will head a blue-ribbon panel charged with issuing a "clarion call" to the nation on the need to reverse lagging minority participation in higher education and other sectors of society, officials of two leading education groups said last week.

The 34-member commission—which also includes former Secretary of Education Terrel H. Bell, three former U.S. secretaries of state, four governors, and other national leaders from a variety of fields—will recommend ways government, business, and education can improve opportunities for members of minority groups.

The effort is essential, officials of the American Council on Education and the Education Commission of the States said in announcing their joint sponsorship of the commission, because minorities are expected to constitute one-third of the nation's population by the turn of the century.

"This third must be fully participating" in all sectors of society, said Robert H. Atwell, president of the A.C.E. "If they are not, we will all suffer."

"To continue to drift on the current course not only will defer the American dream of a just and equitable society; it will signal the end of that dream," he said.

"We are now deep in the battle over making America a competitive society," added Frank Newman, president of the E.C.S.

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Economic Prospects Said Bleak for the 'Forgotten Half'

By Debra Viadero

WASHINGTON—A new report by a national panel paints a grim picture of the economic realities facing the 20 million 16- to 24-year-olds in this country whose formal education ends with high school.

Lacking either the credentials to find a "good" job or the resources to start a family, these young people face economic prospects considerably bleaker than those of earlier generations, according to the report.

Such youths—dubbed "the forgotten half" by the panel—typically "flounder" for several years in dead-end jobs. The results of those wasted years, it says, are frustration for the young people and a $240-billion loss to the national economy in unrealized earnings and income taxes.

"The plight of 'the forgotten half,' never easy, has become alarming," said Harold Howe 2nd, a former U.S. commissioner of education and the chairman of the commission that produced the report.

"This nation may face a future divided not along lines of race or geography but of educational attainment," the report warns.

"The Forgotten Half: Non-College Youth in America," is the product of a yearlong examination of the subject by the 19-member commission, which included prominent educators, business leaders, and sociologists.

Part of a two-year, $1.7-million effort funded by the William T. Grant Foundation, the panel's 100-page report is among the first to take a comprehensive look at the 50 percent of the nation's young people who do not go on to college—a group that it says has been largely ignored by the education-reform movement.

The problems facing young people stem from the rapid transformations that have shaken the nation's economy in recent decades, according to the commission.

"The economy has been through wrenching changes and young workers have borne the brunt of those changes," Mr. Howe said.

Most significantly, the report says, the

Continued on Page 20

20-24-Year-Old Males With Annual Earnings At or Above the Three-Person Poverty Line: 1973-1985
(In Percent)

	1973	1979	1985
All Males	59.4	57.5	43.7
White, non-Hispanic	60.4	60.4	48.5
Black, non-Hispanic	55.2	41.2	24.9
Hispanic	61.1	54.1	35.4

SOURCE: The Forgotten Half: Non-College Youth in America

Also in the news

6 'Sick-Building' Syndrome New Problem for Schools
Still grappling with asbestos and radon, school officials were told this month that poor indoor-air quality is a more widespread and insidious threat.

9 Family-Life Curriculum Hot Topic in Virginia
The Governor supports mandatory sex education, but will not pin funding to the adoption of the state board's controversial course guide.

12 Reagan Promises More Money for Magnets
Speaking at a model high school, the President said his new budget for 1989 would boost funding for the federal magnet-schools program.

IN SUMMARY

'Unprepared' for Immigrants
Immigrants now account for one out of every six public-school pupils in California, according to a new report that finds most of the state's school districts "woefully unprepared" to educate such students. **Page 5.**

New Indicators Needed
Improvements in testing and other indicators are needed to provide "more penetrating insights" into the quality of science and mathematics instruction, a new study by the National Research Council concludes. **Page 5.**

Teachers Faulted on Abuse
Responding to a report that faults teachers for failing to act in a New York City child-abuse case, the city's acting schools chief has announced new training requirements on the problem for district personnel. **Page 6.**

A Million-Dollar Offer
In another twist to the saga of Joe Clark, a businessman has offered to set up a $1-million scholarship fund for Mr. Clark's high school—provided the Paterson, N.J., school board agrees not to fire the flamboyant principal. **Page 7.**

'Drawing the Line'
Telling Michigan lawmakers he was "drawing the line," Gov. James J. Blanchard last week vowed to veto any education appropriations bill that does not include money for his proposed preschool initiative for at-risk children. **Page 9.**

A Deadline in Montana
Montana legislators, already facing formidable budget problems, must overhaul the state's school-funding formula by the 1989-90 school year to reduce inequities between rich and poor districts, a state judge has ruled. **Page 9.**

Back on the Hill
Members of the Congress return to Capitol Hill this week facing a full agenda of education topics, including reauthorization of most precollegiate programs and initiatives in such areas as child care and college loans. **Page 12.**

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ACROSS THE NATION

NATIONAL

Number of School Districts Down In Latest Census Bureau Tabulation

The number of independent local school districts has declined slightly over the past five years, according to a recent survey by the U.S. Bureau of the Census.

The bureau's annual study of statistical trends in state and local governments reported a total of 14,741 independent districts, a decline of 110 from the 1982 total.

There are also 1,500 school systems that are dependent on other agencies, such as city and county governments, for their revenues, the survey showed.

The new total represents less than half the number of districts reported in a 1962 survey, the bureau noted, and 433 fewer than the 1977 figure. In 1942, according to the report, the nation had nearly 110,000 school districts, many of them with one-room schools.

Overall, the number of local jurisdictions has increased by about 1.7 percent since 1982, the survey found, largely because of tremendous growth in the number of sewer, housing, and other special district governing units.

Illinois had the largest number of local governments, according to the survey, with a total of 6,626. More than 1,000 of the state's local jurisdictions are school districts.

Hawaii had the fewest number of local governments, with only 18. It has no local school districts.

Leading Killer of Children Is 'Preventable' Accidents, Koop Says

U.S. Surgeon General C. Everett Koop reported last week that the No. 1 killer of children is not infectious diseases—as previously thought—but common, preventable accidents.

At a Washington press conference, Dr. Koop said that more children die from preventable injuries each year than from all childhood diseases combined. Last year alone, nearly 8,000 children age 14 and younger were killed in such accidents, and 50,000 were permanently disabled.

Dr. Koop estimated that within the next 12 months one child in four will suffer an injury serious enough to require medical attention.

Parents surveyed in December by a Washington-based research group said they were most concerned about the threat to their children from abduction, crime and drugs. But the Surgeon General reported that these threats combined represent only a fraction of the risk of injuries.

Dr. Koop also announced the launch of a coalition of 24 national organizations that will develop a five-year campaign to help parents, children, and educators reduce injuries among children. The coalition is being organized and underwritten by Children's Hospital National Medical Center, the Johnson & Johnson Co., and the National Safety Council.

For more information, call Children's Hospital in Washington at (202) 939-4500.

STATES

S.C. Board Approves New Accreditation System

The South Carolina Board of Education has approved plans to expand an outcome-based school-accreditation system that was initiated in September and to free high-achieving schools from state regulations.

Under the new system, which has to be approved by the legislature, individual schools will be evaluated according to their ability to meet student-achievement, leadership, and management standards.

Schools will also continue to be judged on the basis of "quantitative" standards, such as student-teacher ratios and the number of books in their libraries. The new system would go into effect in 1988-89.

Under the terms of the deregulation proposal, successful schools—to be identified through the new accreditation program as well as by their students' performance on standardized tests, their student and faculty attendance rates, and their dropout rates—would be granted waivers from many administrative requirements. The schools would still be required to fulfill health and safety standards and to meet the state's "quantitative" regulations.

Texas Districts Seen Failing To Meet Class-Size Caps

Officials in a sizable number of Texas school districts say they are unable to comply with class-size limits set by the state's four-year-old reform law, according to the Texas Education Agency.

Last year, a total of 126 districts—about one out of every eight in the state—requested waivers from the law, which sets a ratio of 22 students to every one teacher in kindergarten, 1st-grade, and 2nd-grade classes.

Despite these figures, T.E.A. officials said they expected all districts to be in compliance with the law by next September.

"The number [of waivers] has been dwindling year by year" since the reform law was passed in 1984, said a spokesman for the T.E.A. "We feel certain that everybody will be in compliance by next year."

Under the terms of the reform act, waivers cannot be granted to districts next year, when the class-size limits will also be extended to the 4th and 5th grades.

Officials in many districts have complained that state funding increases over the past three years have not kept pace with the additional salary and facility costs stemming from the reform act.

Massachusetts Panel Urges Student-Aid Restructuring

A task force appointed by the Massachusetts State Board of Regents of Higher Education has recommended a new financial-aid structure that would guarantee tuition and fees for the neediest students at state-supported colleges and universities, while possibly raising costs for students from families with higher incomes.

"Students and their families ought to contribute to the expenses of college according to their means," the panel's report states.

The proposal, which is expected to be considered by the board next month before it is submitted to the legislature for approval, also recommends additional support for counseling students who might not otherwise consider attending college.

While the task force does not propose higher tuitions for public institutions, it suggests that in setting tuitions, the board should "bear in mind possible adverse effects of low public tuitions on the enrollments of some independent colleges."

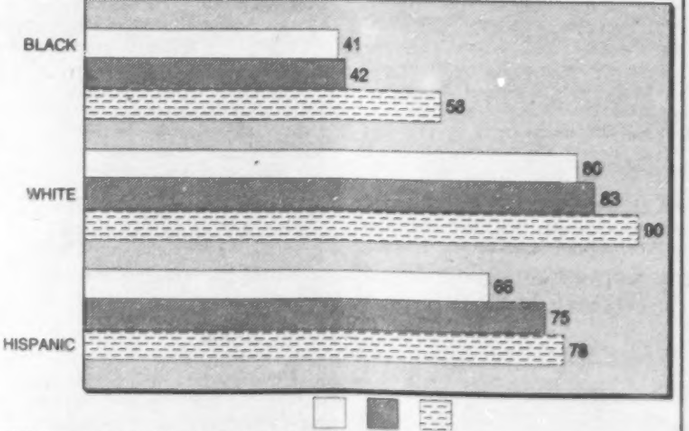
■ **A new poll suggests that, despite an expensive, education-reform effort in their state, most Indiana voters believe the quality of education has stayed the same or worsened** over the last four years.

The survey of 800 residents was commissioned by the *Indianapolis Star*, which printed the results of its poll this month in a series of copyrighted articles.

According to the newspaper, 41.6 percent of those polled said educational quality had remained level and 19.8 percent said it had deteriorated. In addition, the residents surveyed said educational problems are the most urgent issues facing their state—ahead of economic development, highway repair, and government corruption.

The poll also found that an average of 6 out of 10 voters surveyed "strongly" or "moderately" support drug testing in the schools and on the job.

Percentage of Children Living with Both Parents, by Race and Hispanic Origin: 1986, 1980, and 1970



NOTE: Persons of Hispanic Origin may be of any Race. SOURCE: U.S. Bureau of the Census

A declining proportion of the nation's children have two-parent families, the U.S. Census Bureau reports. Only 41 percent of black children now live in such homes.

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Ford, Carter To Chair Minority-Access Study

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"How on earth can we do it if we keep X-ing out a bigger and bigger part of society?"

The work of the commission, whose creation was announced here at the annual meeting of the A.C.E., will be financed by a $50,000 grant from the Ford Foundation. Its report, titled "One Third of a Nation: Minorities in the United States," is expected to be released in late March or early April.

Following the release of the report, the A.C.E. will distribute to all college presidents a handbook outlining strategies for enhancing minority recruitment and retention.

Preparation or 'Access'?

The establishment of the commission comes at a time when a "convergence" of social, political, and economic factors has brought the issue of declining minority college enrollment to the forefront, according to Mr. Newman.

Despite an increase in the number of blacks graduating from high school between 1976 and 1985, the proportion of black students entering college declined by a fourth, to 26.1 percent, during the same period, according to the A.C.E.

Secretary of Education William J. Bennett, in a speech at the group's annual meeting, attributed the decline in minority enrollment to the poor preparation black students receive at the precollegiate level, rather than to a lack of "access" to higher education. "If you hold the achievement levels of black students and white students constant, black students are more likely to go to college," he said. "The problem is, there are too many low-performing black students."

"I would never accuse administrators of higher education of bad faith on" the question of access, he continued. "The problem is enlarging the pool."

"I would hope this is the major thrust" of the commission's efforts, he said.

But college officials, while acknowledging that many students lack sufficient preparation for college-level work, said access to higher education also must be improved.

Colleges' Efforts

"If we ignore the issue, we condemn a generation of kids who have come out of inferior settings who do have the potential for success," said Reginald Wilson, director of the A.C.E.'s office of minority concerns.

The federal government could improve minority students' chances of pursuing college study by increasing the amount of student financial aid available, Mr. Atwell said.

But colleges and universities must also take the lead in reversing the decline in minority enrollments, he added, suggesting that leaders in higher education renew their efforts to boost minority recruitment and retention on their own campuses.

They should also take steps to improve teacher-training programs and work with local school systems to improve precollegiate education, he said.

"It is all of society's responsibility, and especially higher education's, to reach minority children early enough, before they feel trapped by their poverty and the low aspirations they see all around them," he said.

In addition to Mr. Carter and Mr. Ford, other members of the commission include:

Gov. John A. Ashcroft of Missouri; Mr. Bell; Thornton Bradshaw, director, General Electric Company; Alice Chandler, president, State University of New York at New Paltz; Mayor Henry Cisneros of San Antonio; Gov. Bill Clinton of Arkansas; William G. Demmert, commissioner of education, Alaska; Edward Donley, chairman, Air Products and Chemicals Inc.; Marian Wright Edelman, president, Children's Defense Fund; the Rev. Timothy S. Healy, president, Georgetown University; Fred Hechinger, president, The New York Times Foundation; Dorothy Height, president, National Council of Negro Women.

Benjamin Hooks, executive director, National Association for the Advancement of Colored People; Stanley O. Ikenberry, president, University of Illinois; John Jacob, president, National Urban League; Barbara Jordan, professor, Lyndon B. Johnson School of Public Affairs, University of Texas; Gov. Thomas H. Kean of New Jersey; Sister Dorothy Ann Kelly, president, College of New Rochelle; Coretta Scott King, director, Martin Luther King Jr. Center for Nonviolent Social Change; Ted Koppel, newsman, American Broadcasting Company; Sol Linowitz, senior partner, Coudert Brothers; Wilma P. Mankiller, principal chief, Cherokee Nation; Franklin D. Murphy, director emeritus, board of directors, Times Mirror Company; Edmund S. Muskie, former senator and Secretary of State.

Gov. Rudy Perpich of Minnesota; Donald E. Peterson, chairman, Ford Motor Company; Alan Pifer, chairman, Southport Institute for Policy Analysis; William P. Rogers, former Secretary of State and lawyer, Rogers & Wells; Harold T. Shapiro, president, Princeton University; Kenneth A. Shaw, president, University of Wisconsin; Franklin A. Thomas, president, Ford Foundation; Lawrence W. Tyree, president, Gulf Coast Community College; Peter Ueberroth, commissioner of baseball; Cyrus R. Vance, former Secretary of State and lawyer, Simpson, Thacter, & Bartlett.

Gerald R. Ford and Jimmy Carter confer after the 1976 election. The former political foes will head a panel on minorities and education.

Panel Sees Bleak Economic Future for Non-College Youth

Continued from Page 1

pool of stable, well-paying jobs requiring no college training has shrunk markedly.

For example, in the manufacturing sector, the report notes, 1.7 million jobs disappeared between 1979 and 1985. Thousands more "good" jobs have been lost in transportion and agriculture, it adds.

In addition, the study notes, large corporate employers tend to hire young workers in their early to mid-20's for entry-level, career jobs. The employers reason that young people just out of high school are "not responsible" or "not ready to settle down yet," according to the study.

As a result, the jobs open to new high-school graduates are largely part time, low-paying, and lacking in benefits, opportunities for career advancement, and stability. Currently, it takes two retail jobs—now in abundant supply—to equal the wages lost by one manufacturing job, according to the study.

"The high-school graduate who can find no better full-time job than the youth job he or she held while still a student is far too prevalent," the report says.

Among the sobering economic evidence used to paint its portrait of a generation "left at the starting gate," the report notes that:

- In 1986, young men ages 20 to 24 who had both high-school diplomas and jobs earned 28 percent less in constant dollars than did the comparable group in 1973. Corresponding groups of college graduates, by contrast, suffered only a 6 percent income decline over the same period.
- The earnings gap was widest among high-school dropouts, who earned 44 percent less in 1986 than their predecessors did in 1973.
- Even when employed, only 43.7 percent of young male dropouts earned enough in 1985 to support a family of three above the poverty level, down from about 60 percent in 1973.
- The percentage of noncollege-bound high-school graduates under 20 in the full-time workforce fell from 73 percent in 1968 to 49 percent in 1986. Among females, the percentage decreased from 57 percent to 24 percent over the same period.

Not 'Laid Back' Losers

The commission sought to dispel what it called "false assumptions" that "the forgotten half" is to blame for its own problems.

"Theirs is not a generation of 'laid back' losers, but rather one that is scrambling to succeed," Mr. Howe said.

"These young people are working more than one job at a time, living at home longer with parents, delaying marriage and family, and seeking out new training to advance themselves," he said.

The report points out, for example, that while public concern has been aroused by reports pointing to a high national dropout rate, statistics show that the annual dropout rate nationwide fell from 6.3 percent in 1973 to 5.2 percent a decade later. The study also notes that 86 percent of all 25- to 29-year-olds have earned a high-school diploma or its equivalent—twice the percentage for that age group in 1940.

"The primary problem lies with the economy, and the paths for youth who enter," the report concludes, "rather than the youths themselves."

The report also dismisses the notion that inadequate schooling has been the cause of the forgotten half's problem, noting that "education can help but it is no cure-all for massive changes in the labor market."

In fact, the report says, education-reform efforts that seek to solve such societal ills with a "cookie-cutter approach" to learning pose a special danger to such young people.

"For young people who have not fared well in school, a regimen of 'more of the same' may well result in less learning," the report warns.

'Making It' Better

Instead, to help the nation's non-college-bound young people better bridge the gap between school and work, the commission calls for a $50-billion infusion of federal funds over the next 10 years in programs it says have already proven their success. They include the Head Start preschool program, Chapter 1 subsidies to help schools serve disadvantaged children, the Job Corps, and the Job Training Partnership Act.

The commissioners also urge educators, business leaders, and government officials to band together to lend this group a hand "up the ladder." Such efforts, the report says, might include redirected vocational education programs, career internships, mentors from the community, and volunteer service for the young, among other possibilities.

"We think nothing of spending money on Pell grants or scholarships, yet we say to this group, 'You're on your own,' when they graduate from high school," said Samuel Halperin, the commission's executive director.

"About three-quarters of these kids eventually make it on their own," he added, "but maybe they'd make it better if given the chance."

Single copies of the full report may be obtained at no charge by writing the William T. Grant Foundation Commission on Work, Family, and Citizenship, 1001 Connecticut Ave., N.W.; Washington, D.C. 20036-5541.